

ESF Coordinator:

Department of Homeland Security/National
Protection and Programs
Directorate/Cyber Security and
Communications Division/National
Communications System

Support Agencies:

Department of Agriculture
Department of Commerce
Department of Defense
Department of Homeland Security
Department of the Interior
Federal Communications Commission
General Services Administration

Primary Agencies:

Department of Homeland Security/National
Protection and Programs
Directorate/Cyber Security and
Communications Division/National
Communications System
Department of Homeland Security/Federal
Emergency Management Agency

INTRODUCTION

Purpose

Emergency Support Function (ESF) #2 – Communications supports the restoration of public communications infrastructure, facilitates the recovery of systems and applications from cyber attacks, and coordinates Federal communications support to response efforts during incidents requiring a coordinated Federal response (hereafter referred to as "Incidents"). This ESF implements the provisions of the Office of Science and Technology Policy (OSTP) National Plan for Telecommunications Support in Non-Wartime Emergencies (NPTS).

ESF #2 also provides communications support to State, tribal and local first responders when their systems have been impacted, and provides communications and information technology support to the Joint Field Office (JFO) and JFO field teams.

With the rapid convergence of communications, Internet, and information technology (IT), the National Communications System (NCS) and the National Cyber Security Division (NCSD) work closely to coordinate the ESF #2 response. This convergence requires increased synchronization of effort and capabilities between the communications and information technology sectors.

Scope

ESF #2 coordinates Federal actions to assist industry in restoring the public communications infrastructure and to assist State, tribal, and local government with emergency communications and restoration of Public Safety Communications systems and first responder networks. ESF #2 supports Federal departments and agencies in procuring and coordinating National Security and Emergency Preparedness (NS/EP) communications services.

ESF #2 provides communications support to the JFO and any JFO field teams.

ESF #2 also addresses cybersecurity issues that result from or occur in conjunction with Incidents. However, for Incidents that are primarily cyber in nature, the Cyber Incident Annex is used and ESF #2 supports responses to cyber Incidents as directed.

Policies

Section 706 of the Communications Act of 1934, as amended (47 U.S.C. § 606), establishes Presidential powers during wartime emergencies for priority use of the national communications infrastructure.

Executive Order 12472 assigns authority to the Director, OSTP, to direct the exercise of the war power functions of the President under section 706(a), (c)–(e), of the Communications Act of 1934, as amended (47 U.S.C. § 606), should the President issue implementing instructions in accordance with the National Emergencies Act (50 U.S.C. 1601). Executive Order 12472 also assigns specific non-wartime emergency communications authorities to the Director, OSTP.

The NPTS serves as the basis for planning the use of national communications assets and resources in support of non-wartime emergencies, as defined by Executive Order 12472. The NPTS is applicable to all Federal departments, agencies, and other organizations in accordance with Executive Order 12472 and other national policies.

An OSTP memorandum to the Manager, NCS, dated June 11, 1993, Subject: NS/EP Telecommunications, states that the Office of the Manager, NCS, executes Federal Response Plan primary agency functional responsibilities on behalf of OSTP. This delegation of authority is retained in the National Response Framework. Furthermore, OSTP delegates ESF #2 coordinator functional responsibilities to the Office of the Manager, NCS.

The Cyber Incident Annex outlines the provision of Federal cyber Incident response coordination among the Federal departments and agencies and, upon request, State, tribal, local, and private-sector entities in response to any Incident induced by cyber means (e.g., significant cyber events, technological emergencies, and Presidentially declared major disasters and emergencies that threaten, disrupt, or cripple communications and IT services or degrade other essential infrastructures).

CONCEPT OF OPERATIONS

General

The Department of Homeland Security (DHS) Federal Emergency Management Agency (FEMA) activates ESF #2 when a significant impact to the communications infrastructure is expected or has occurred. When activated, ESF #2 provides communications support to the impacted area, as well as internally to the JFO and associated Federal JFO teams.

NCS:

- Coordinates the restoration of the communications infrastructure.
- Develops and sustains a program to certify Federal Emergency Communications Coordinators (FECCs) to serve as JFO Communications Branch Directors.

FEMA:

- Provides communications support to Federal, State, tribal, and local response operations.
- Coordinates the restoration of Public Safety Communications systems and first responder networks.
- Provides communications and IT support to the JFO, other Federal response/recovery facilities within the area of operation, the Federal Coordinating Officer (FCO), the Principal Federal Official (PFO) if appointed, and Federal response teams.

The following guidelines are observed to allow ESF #2 to meet its Incident management responsibilities:

- Communications Incidents and requirements are handled in accordance with the NPTS and the National Incident Management System.
- Communications management occurs on a bottom-up basis: decisions are made at the lowest level possible; only issues requiring adjudication or additional resources are referred to the next higher management level.
- Agencies that provide communications assets in support of Incident response control their own organic assets and coordinate location and use with the Communications Branch Director/Federal Emergency Communications Coordinator (FECC).
- Uniform emergency communications management and plans, procedures, and handbooks are to be developed and used throughout the ESF #2 operating environment.
- ESF #2 supports cyber Incident response when requested by the National Cyber Response Coordination Group (NCRCG), in coordination with the NCSD/US Computer Emergency Readiness Team (US-CERT), as described in the Cyber Incident Annex. NCSD/US-CERT lead the coordination of cybersecurity issues associated with an ESF #2 response.

ORGANIZATION

Headquarters

NCS and FEMA are co-primary agencies for ESF #2.

NCS is primary agency for communications infrastructure restoration.

FEMA is primary agency for tactical communications response efforts and providing communications and information technology support to the JFO and JFO Federal teams.

The National Coordinating Center (NCC) is the operational component of the NCS and the Federal office for national communications incident management and infrastructure restoration.

The Emergency Communications Team – National (ECT-N) is responsible for supporting the national level ESF #2 response. It is composed of Federal representatives from the ESF #2 primary and supporting agencies. The ECT-N staff is located at the NCC with a representative at the NRCC.

Emergency Support Function #2 – Communications Annex

The Joint Telecommunications Resources Board (JTRB) resolves conflicts regarding NS/EP communications priorities and resources that cannot be resolved by the Federal Coordinating Officer (FCO) or PFO (if appointed). The JTRB:

- Advises the Director, OSTP, on the exercise of those non-wartime emergency communications service functions assigned by Executive Order 12472.
- Monitors potential or actual communications Incidents that pose a threat to communications facilities or services, and situations that create the need for extraordinary communications support.
- Is supported by the NCS using the resources of the NCC, Global NetOps Center, FEMA Operations Center, and other Federal agency operations centers as necessary.

NCSD coordinates implementation of the National Strategy to Secure Cyberspace and is the national focal point for cybersecurity issues. NCSD implements Homeland Security Presidential Directive 7 infrastructure protection responsibilities for the IT sector and supports efforts by Sector-Specific Agencies to protect the cyber elements of their critical infrastructure and key resources sectors.

The NCRCG is an interagency forum to prepare for and coordinate response to cyber Incidents and threats.

Regional

The Regional Response Coordination Center (RRCC) establishes Federal priorities and coordinates Federal response efforts and assistance activities. During the course of an Incident response, RRCC activities and roles surge and diminish as field facilities (e.g., JFOs) are established and subsequently closed.

Field

The Emergency Communications Team – Field (ECT-F) supports the regional level ESF #2 response. It is composed of members from the ESF #2 primary and supporting agencies, regional communications specialists, and representatives from the communications industry sector. The ECT-F may be deployed to the RRCC, JFO, or State emergency operations center (EOC) at the direction of the FEMA Regional Administrator or the FCO.

ESF #2 will organize according to the JFO Standard Operating Procedure and operate according to the ESF #2 Operations Plan.

The General Services Administration (GSA) regionally based communications managers are designated as NCS Regional Managers (NCSRMs) and may be requested by the NCS to assume a leadership or support role in the JFO.

The Communications Unit Leader is appointed by FEMA and reports to the Logistic Section Services Branch Director.

Joint Field Office

Operations Section—Communications Branch

- Becomes the focal point for public communications infrastructure restoration and coordination with industry service providers.
- Coordinates with other components of the Operations Section, and other ESFs to ensure industry Essential Service Providers, as defined by the Stafford Act, as amended, have the access, security, and fuel required to restore communications in the Incident area.
- Coordinates with Federal agencies providing communications support to response operations and advocates for their needs and priorities.
- Provides communications support to Federal, State, tribal, and local response operations.
- Coordinates the restoration of Public Safety Communications systems and first responder networks.
- Is organized into Groups to support activities such as providing communication support to responders, restoring communication infrastructure and providing spectrum management.

Logistics Section—Service Branch—Communications Unit

- Managed by the FEMA appointed Communications Unit Leader.
- Provides internal communications and IT support to the JFO and any satellite facilities.
- Provides communications and IT support to JFO Federal field teams.

RESPONSIBILITIES

General Responsibilities

Primary Agencies

The NCS and FEMA are co-primary agencies for accomplishing the ESF #2 mission.

NCS: When ESF #2 is activated, the NCS Manager coordinates appropriate NS/EP communications support to operations by leveraging its communications sector expertise and strong relationships with industry. The Manager, NCS, provides information and assistance to the JTRB as required. The Communications Branch Director leads ESF #2 efforts and is the Federal point of contact in the Incident area. The Communications Branch Director coordinates:

- With industry to restore public communications infrastructure, and with Federal agencies to provide communications resources to augment existing capabilities.
- Priority telecommunications service requirements. When industry is unable to satisfy competing requirements within desired timeframes, the Communications Branch Director, in coordination with the Operations Section Chief, presents the situation to the FCO for reconciliation.

Emergency Support Function #2 – Communications Annex

FEMA: Provides all communications to support JFO operations, and coordinates the restoration of Public Safety Communications systems and first responder networks.

Support Agencies: ESF #2 is organized and staffed by the NCS and support agencies to provide rapid response and support for an Incident. Support agencies provide a large portion of the resources (personnel, expertise, and equipment) required to ensure a robust response to Incidents impacting the communications infrastructure.

Other Communications Functions

Spectrum management requirements vary with the severity and nature of the Incident. The Federal Communications Commission (FCC), the National Telecommunications and Information Administration (NTIA), and the DHS Wireless Management Office provide spectrum management support, as appropriate.

ACTIONS

Initial Actions

NCC/ECT-N

- Alerts appropriate NCS and NCC personnel and notifies the Director, OSTP, when ESF #2 is activated.
- Assigns ESF #2 representatives to the NRCC, providing for 24-hour coverage if required.
- Requests staff for ECT-N and ECT-F from the ESF #2 Primary and Support Agencies.
- Requests activation of the FEMA National Radio System (FNARS) and/or the Shared Resources (SHARES) High Frequency Radio Program when commercial communications outages are expected.
- Dispatches NCS Individual Mobilization Augmentees (IMAs) to assist the Communications Branch Director/FECC in coordinating national-level communications support, as appropriate.
- Communications Branch Director/FECC/ECT-F
- Deploys to the RRCC or JFO, as required.
- Coordinates with the NCC and FEMA to fill ECT-F duty positions.

Continuing Actions

NCC/ECT-N

- Assesses anticipated and actual damage in the Incident area.
- Coordinates with the JTRB when conflicts regarding NS/EP service requirements cannot be resolved at the JFO.
- Coordinates with NCSD/US-CERT and NCRCG to resolve cybersecurity issues.

- Coordinates with the Communications Branch Director/FECC to assess the need for communications industry support and ensures such support is available as needed.
- Identifies operational communications assets available for use within the Incident area.
- Identifies communications assets that may be employed to support the Incident area.
- Identifies actual and planned actions of commercial communications industry for recovery and reconstruction of their facilities; receives reports when commercial communications assets are prepared for movement to the Incident area, are deployed, and become operational.
- Coordinates with other JFO sections and ESF #1 – Transportation, ESF #6 – Mass Care, Emergency Assistance, Housing, and Human Services, ESF #12 – Energy, and ESF #13 – Public Safety and Security, to ensure industry Essential Service Providers, as defined by the Stafford Act, as amended, have the access, security, and fuel required to restore communications.
- Obtains information from ESF #1, through the NRCC ESF #2 representative, on transportation conditions and determines routes and methods to use to get mobile communications systems into the area.
- Regularly provides damage and outage information to the NOC, the NRCC ESF #2 representative, and the Communications Branch Director/FECC; provides information to other Federal agencies upon request.

Communications Branch Director/FECC/ECT-F

- Surveys the status of the public communications infrastructure, determines residual capabilities, and assesses the extent of damage within the Incident area.
- Coordinates with Federal and private sector organizations, as well as other ESFs involved with Incident recovery, to ascertain their communications assets, capabilities, and requirements.
- Advises the FCO or Federal Resource Coordinator (FRC) on ESF #2 regional and Incident area NS/EP communications requirements.
- Coordinates requests for national-level programs: TSP, GETS, WPS, SHARES, and FNARS/National Emergency Coordination Net.
- Conducts communications status evaluations using damage information obtained from other branches and sections of the JFO, the NCC, Federal agencies, and private sector sources.
- Coordinates Federal communications support to responding Federal agencies and private sector organizations as directed by the PFO/FCO.

Emergency Support Function #2 – Communications Annex

- Forwards cyber-related Incidents and analysis requirements to the NCC for coordination, action, and resolution with the NCS and NCS/US-CERT.
- Provides ESF #2 representatives to support damage assessment.
- Coordinates the status of ESF #2 operations with the Infrastructure Liaison at the JFO.
- Coordinates with other sections of the JFO and ESF #1, ESF #6, ESF #12, and ESF #13 to ensure industry Essential Service Providers have the access, security, and fuel required to restore communications in the Incident area.
- Coordinates the release of Federal communications resources as soon as commercial services can support the response mission.
- Maintains an audit trail of all communications support provided.

Organization	Function
Department of Agriculture/Forest Service and Department of the Interior	<ul style="list-style-type: none">• Provides radio communications systems to support firefighters, law enforcement officers, and Incident response operations.• Provides engineers, technicians, and liaison staff to assist the Communications Branch Director/FECC and to maintain National Interagency Radio Support systems.• Provides National Interagency Radio Support systems for use by damage reconnaissance teams to report information from the Incident area to the JFO, and other applications as determined by the radio communications coordinator.• Provides a communications officer to accompany radio systems for user training and operator maintenance indoctrination.• Provides additional radio systems to support the JFO radio network.
Department of Commerce	<p>NTIA</p> <ul style="list-style-type: none">• Supports the Communications Branch Director/FECC either in an on-call capacity at NTIA headquarters or deployed as a member of the ECT-F.• In coordination with the FCC and Federal spectrum managers, assigns radio frequencies and supports interoperability for Federal, State, tribal, local, and private-sector emergency responders in accordance with established NTIA spectrum management regulations and policies.• Notifies Federal department and agency spectrum managers concerning their requirement to secure frequencies prior to deployment.• When deployed, serves as the on-scene NTIA representative and liaison to Headquarters NTIA Office of Spectrum Management.• Supports the Communications Branch Director/FECC in identifying sources of Federal frequency interference, mitigating the interference, and resolving interference problems.• Publishes and maintains the Emergency Readiness Plan for Use of the Radio Spectrum. <p>National Oceanic and Atmospheric Administration (NOAA)/National Weather Service: Supports the Emergency Alert System and provides, in coordination with FEMA, public dissemination of critical pre-event and post-event information over the all-hazards NOAA Weather Radio system, the NOAA Weather Wire Service, and the Emergency Managers' Weather Information Network.</p>

Specific Responsibilities

Organization	Function
Department of Defense (DOD)	<ul style="list-style-type: none"> Promptly notifies the Communications Branch Director/FECC of all communications requirements, assets available, and assets deployed to the Incident area. Provides resources and capabilities to relief operations after Federal resources and capabilities are exhausted.
	Secretary of Defense and Assistant Secretary of Defense for Homeland Defense: Provide civilian oversight and policy direction for the use of DOD assets in Defense Support of Civil Authorities.
	Director of Military Support on the Joint Staff: Serves as the DOD coordinator for mission assignments
	Defense Coordinating Officers and their support Defense Coordinating Elements: Serve as the DOD interface to FEMA and the FCO at the RRCC or JFO.
	US Northern Command: Deploys spectrum managers to the Joint Spectrum Management Element in support of an Incident.
Department of Homeland Security	FEMA <ul style="list-style-type: none"> Supports/augments State and local emergency responder communications that have been impacted by the disaster. Provides the JFO and JFO Federal teams with communications and IT support.
	NCS <ul style="list-style-type: none"> If required, convenes the NCRCG to provide strategic situational awareness and decision support, and coordinate response to cybersecurity issues. US-CERT provides technical operational support to the NCRCG and ESF #2, and gathers and disseminates cybersecurity information and warnings. Coordinates with private-sector representatives of the IT community through the IT Information Sharing and Analysis Center and the IT Sector Coordinating Council, as appropriate, to exchange policy and operational information necessary to respond to and recover from Incidents. Supports the NCS and, as necessary, the JTRB when an Incident results in cybersecurity issues. Disseminates cyber threat warning information in conjunction with the NOC. Coordinates cyber Incident preparedness, response, and recovery activities to identify, analyze, and reduce cyber threats and vulnerabilities. Facilitates interaction and collaboration among Federal departments and agencies, and with State, tribal, and local governments, the private sector, and international organizations related to cybersecurity and cyber Incidents. Supports the Department of Justice and other Federal law enforcement agencies in investigating and prosecuting cyber threats and attacks. Fulfills additional responsibilities as directed in the Cyber Incident Annex for preparing for, responding to, and recovering from cyber incidents requiring a coordinated Federal response.
	Wireless Management Office Spectrum Management Office: Provides spectrum management support and coordination in conjunction with the Communications Branch Spectrum Manager, FCC, NTIA and DOD.

Emergency Support Function #2 – Communications Annex

Organization	Function
Federal Communications Commission	<ul style="list-style-type: none">• Reviews policies, plans, and procedures developed by entities licensed or regulated by the FCC to provide NS/EP communications services to ensure such policies, plans, and procedures are consistent with the public interest, convenience, and necessity.• Performs such functions as required by law with respect to all entities licensed or regulated by the FCC, including (but not limited to):• Extension, discontinuance, or reduction of common-carrier facilities or services.• Control of common-carrier rates, charges, practices, and classifications.• Construction authorization, activation, deactivation, or closing of radio stations, services, and facilities.• Assignment of radio frequencies to FCC licensees.• Investigation of violations of pertinent law and regulation.• Initiation of appropriate enforcement actions.• Provides on-call support to the Communications Branch Spectrum Manager and the Communications Branch Director/FECC to identify sources of civil radio frequency interference and resolve frequency interference issues and frequency assignment requests.
General Services Administration	Each GSA Regional Administrator ensures that an NCSRM is identified for each of the 10 standard Federal regions and the National Capital Region. The GSA Federal Technology Service Emergency Coordinator authorizes the NCSRM to accept guidance from the Manager, NCC, or his or her designated representative during the pre-deployment phase of a communications emergency.
Other Federal Agencies	<p>NCS member organizations assist the NCS in deploying agency-owned/leased or otherwise unique communications assets to support the response effort.</p> <p>All other Federal agencies:</p> <ul style="list-style-type: none">• Use organizational resources to meet their mission requirements before requesting Communications Branch emergency communications support.• Notify the Communications Branch Director promptly of all communications requirements and available assets, to eliminate the possibility of service duplications and ensure prompt provision of needed services and facilities to the proper user.• Coordinate with the Communications Branch Director when a representative of an organization at an Incident location has requested regional level communications resources or support.• Coordinate with the NCC as necessary for any required national-level communications support.• Notify the Communications Branch Director of any radio frequency devices being brought to the Incident area.• Notify the Communications Branch Director when communications resources are to be withdrawn or discontinued.• Notify the Communications Branch Director when communications resources provided by ESF #2 are no longer required.

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